





## INTENSIVE AREA DEVELOPMENT PLANS



City of Gainesville

Florida

Department of Community Development

June, 1974

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CPA FL-04-29-1047



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## INTRODUCTION TO STATUS REPORT OF RENEWAL STUDIES

Perhaps no program regarding modern day communities and their problems has generated more controversy than urban renewal. Consequently, urban renewal, at least in the sense of Federally assisted programs, has undergone numerous shifts in definition, and perhaps more noticeably, shifts in interpretation by the Federal bureaucracy, as both Congress and the latter have reacted to the controversy.

The basic purpose of urban renewal originally was simple in concept: to physically renew areas of our communities in need of a rebirth by removing blight and blighting influences. To accomplish this, there has evolved several programs and numerous variations ranging from total clearance of an area to conservation of several areas. These programs are briefly described below.

It should be noted that the emphasis of renewal programs is on the physical, and in retrospect, perhaps the most damaging indictment of the programs has been by those who have pointed out that physical deterioration is only a symptom of a much larger social malady.

And yet, blighted, or slum ( or whatever descriptive term is used ) areas do exist in Gainesville, and should be the focus of attention for local government ( even in the absence of the Federal carrot, as is now the case with the Presidential freeze of all Federal renewal programs ). It is this problem that a large portion of the Department of Community Development's overall work program has addressed.



## II. URBAN RENEWAL PROGRAMS

### An Overview

Urban renewal basically involves the upgrading of certain urban areas by way of three main programs: redevelopment, rehabilitation, and conservation. Its primary purpose is to provide for an adequate shelter to those who live in deficient, unsanitary, and obsolete housing. Related to these programs are six major activities which make "upgrading" possible. They are: land acquisition, relocation, demolition, site improvements, land disposition, and rehabilitation.

Redevelopment often entails complete clearance of deteriorated structures in large areas and rebuilding of new ones. Structures that are deteriorated are often razed because it costs more to bring the structure up to code requirements than what that structure is actually worth.

According to Federal urban renewal requirements<sup>1</sup> clearance and redevelopment of a built up project area may be considered if one of the following two conditions exist:

1. If more than 50 percent of the buildings ( excluding accessory out buildings ) are structurally substandard, or:
2. If more than 20 percent of the buildings are structurally substandard but 50 percent of the buildings must be cleared in order to effectively remove such blighting influences as: inadequate street layout; incompatible uses or land use relationships; over-crowding of buildings on the land; excessive dwelling unit density; obsolete buildings not buildable for improvements or conversion; and/or other health and safety hazards.

Structurally substandard units, described above, are essentially those which contain the following:

1. Defects in structural elements and/or a combination of deficiencies in essential utilities and/or facilities;
2. Inadequate light, ventilation, fire protection, lot-layout, and interior portions or other similar factors;
3. Defects that are of a sufficient total and significance to justify clearance.

In any case a clearance area may include incidental rehabilitation or restoration of individual properties.

Rehabilitation measures, on the other hand, are generally not aimed at total demolition. They are usually directed at those neighborhoods which contain

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1. See U.S. Department of Housing and Urban Development, Urban Renewal Handbook, RHA 7207.1; "Project Planning" Chapter 1, Page 3, Washington, D.C., March, 1969





blighting influences but still possess the potentiality of providing a sound living environment. Rehabilitation procedures include, but are not necessarily limited to: developing vacant land; removing obsolete buildings; replacing/upgrading building facades; providing new neighborhood amenities (such as open spaces, parks, etc.); and installing new individual building amenities (such as new electrical wiring). All or part of these could be accomplished in hopes of restoring an area to its original function or, on the other hand, to bring about a more appropriate use to an area.

According to the same above-mentioned handbook<sup>2</sup> rehabilitation measures may be used to upgrade certain urban properties in order to restore the "economic and social values of deteriorating residential, and in some cases non-residential, areas which are basically sound and worth conserving and in which existing buildings, public facilities, and improvements can be economically repaired and renewed to a long-term sound condition."

Areas designated for rehabilitation treatment may be either the entire project area or only a section of the project area. In any case, a rehabilitation area may include spot clearance in order to either remove blighting influences or to provide land necessary for public improvements or facilities.

In conclusion, a conservation program is directed at the prevention of blight in currently sound living areas. It is a protective process designed to maintain the quality and function of an area and/or neighborhood. This process provides for the adequate maintenance of an area while preventing inappropriate developments of land and building structures. In short, the conservation program aims at preventing deterioration and blight so that an area will not need redevelopment and/or rehabilitation.

#### Current Status of Renewal Programs

Clearance and redevelopment, rehabilitation, and conservation programs had been carried out in the not too distant past by way of four major specific programs. In addition to the conventional Urban Renewal Project Program, there was also the Neighborhood Development Program (NDP), Code Enforcement Programs, and Housing Rehabilitation Grant Programs.

Under the conventional Urban Renewal Projects program, the following formerly were fundable: Community Renewal Programs (CRP), demolition of unsafe structures, interim assistance to blighted areas, and demonstration grants. The Department of Housing and Urban Development (HUD) has neither approved an Urban Renewal Project since 1969, nor funded one since 1971. In its place, HUD financed renewal activities through the Neighborhood Development Program (NDP) which was designed as a new approach to the conventional renewal activities. This allowed for planning, land acquisitions, clearance, rehabilitation of existing structures, the construction of new buildings, and the installation of public improvements on a larger scale. Where the conventional Renewal program only funded one project area, the NDP allowed for the funding of several urban renewal project areas.

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2. See U.S. Department of Housing and Urban Development, Urban Renewal Handbook, RHA 7210.1, "Rehabilitation" Chapter 1, Section 1, Page 1, Washington, D.C., March, 1969.



The Code Enforcement Program meanwhile, can be viewed as a massive rehabilitation program, designed to restore stability to potentially sound neighborhoods by authorizing Federal grant monies for the planning, reviewing, and the administering of a concentrated housing and building code enforcement program, geared to the provision of adequate public facilities with emphasis on minimal dislocation, property acquisition, and demolition of structures. The program allowed for the reimbursement to local authorities for the costs of relocating families, individuals and businesses. In addition, the program provided rehabilitation loans and grants for low income owner-occupants residing in project areas in order that they might rehabilitate their homes. To qualify for Federal assistance under this renewal program, a project area had to be predominantly residential with at least 20 percent of the structures being in violation of code standards. In December, 1971 HUD severely limited the use of these funds by eliminating street-widening, land acquisition, and new streets construction as eligible uses for these monies.

In conclusion, the Housing Rehabilitation Grant Program was designed to provide individuals and families who own residences and tenants and owners of non-residential properties with the necessary funding in order that they might rehabilitate or upgrade their structures to acceptable community standards. These owner-occupants must, however, have resided in certified renewal areas which were being funded by a Neighborhood Development Program, a conventional Urban Renewal Program, or a Code Enforcement Program.

At the present time, there exist no Federal monies to carry out any of the aforementioned urban renewal programs since the President froze them early this year.

However, the President did submit to Congress in April, 1973, a bill known as the "Better Communities Act" which would provide for approximately \$2.3 billion of shared revenues for cities, urban counties, and states to carry out urban renewal and community development activities. The bill was designed to replace some seven narrower categorical grant programs (E.G. urban renewal, neighborhood facilities, open space land, model cities, basic water and sewer facilities, public facility loans, and rehabilitation loan programs) with a single annual block grant. The amount of funding a particular community would receive would be based on some formula which not only took into account how much a community received in the past from the seven categorical grant programs, but also on factors relating to population, poverty, and housing overcrowding.

The bill basically allows more flexibility in spending by city commissions with regards to the acquisition and disposition of properties, rehabilitation and redevelopment programs and the acquisition and construction of public facilities.

The Act has many implications. In the first place, it would allow a city commission the prime responsibility in expressing local community development objectives while encouraging the investigation of the new management and decision-making processes.

Secondly, the Act would enable the city to take direct responsibility in





areas relating to the social and physical development of the community whereas, in the past often several other agencies had direct involvement.

Thirdly, it is claimed that it would stimulate intergovernmental cooperation and, finally it would promote greater participation by citizens in the decision-making process by requiring the city to publish a goal statement relative to community objectives, respond to the citizenry and revise, if necessary, the statements before any monies would be administered.

In regards to his message to Congress on housing, the President has asked that Congress consider an improved home improvement loan program, whereby a borrower can get quicker access to home improvement loans, have longer payment periods, and receive higher mortgage amounts.

He also requested Congress to make available for fiscal year 1974 \$60 million for rehabilitation loans ( Section 312 "Rehabilitation Loan Program" ) in order that communities with projects underway could complete them and so that communities with local rehabilitation efforts being carried out would have some support and encouragement to complete them.

Finally, the President encouraged the passage of the "Responsive Governments Act" which would provide \$110 million in fiscal year 1974, for comprehensive planning and management activities so that state and local governments can: establish goals, objectives and policies; prepare general plans; produce effective fiscal, physical, and capital improvements' plans and programs; coordinate planning activities; prepare regulatory and administrative measures and achieve stronger management capabilities; and better record and evaluate programs in order that goals, objectives, and policies can be adequately revised if necessary. Since it is primarily a planning and management grant program, monies from the "Responsive Governments Act" may not be used to defray costs of acquisition, construction, repair, and rehabilitation of structures. This bill is presently before Congress, and it appears highly unlikely that any Congressional action will take place on it in the near future. Even if it would be passed shortly, it would not become effective or provide money until fiscal year 1975.





### III. RESULTS OF RENEWAL STUDIES

#### The Comparison of Two Reports

In the City of Gainesville's Department of Community Development's 1973 report, "Qualitative Analysis of Housing Conditions" the following five enumeration districts were determined to have the worst average housing conditions, based on a rating of all dwellings by the Housing Division. (see Table II, Page 7 of same report). The first enumeration district showed the worst average housing condition. They were:

1. 1657 (located generally east of Waldo Road, West of NE 15th St., between University Avenue and NE 8th Avenue. See Map 2);
2. 1648 (generally located north of Depot between Main Street and the Railroad. See Map 3);
3. 1644 (generally located between NW 2nd Street and NW 13th Street, north of University Avenue and south of NW 8th Ave. See Map 1);
4. 1660 (located south of the Railroad between South Main Street and Waldo Road. See Map 4); and
5. 1649 (The Central Business District Area. See Map 6).

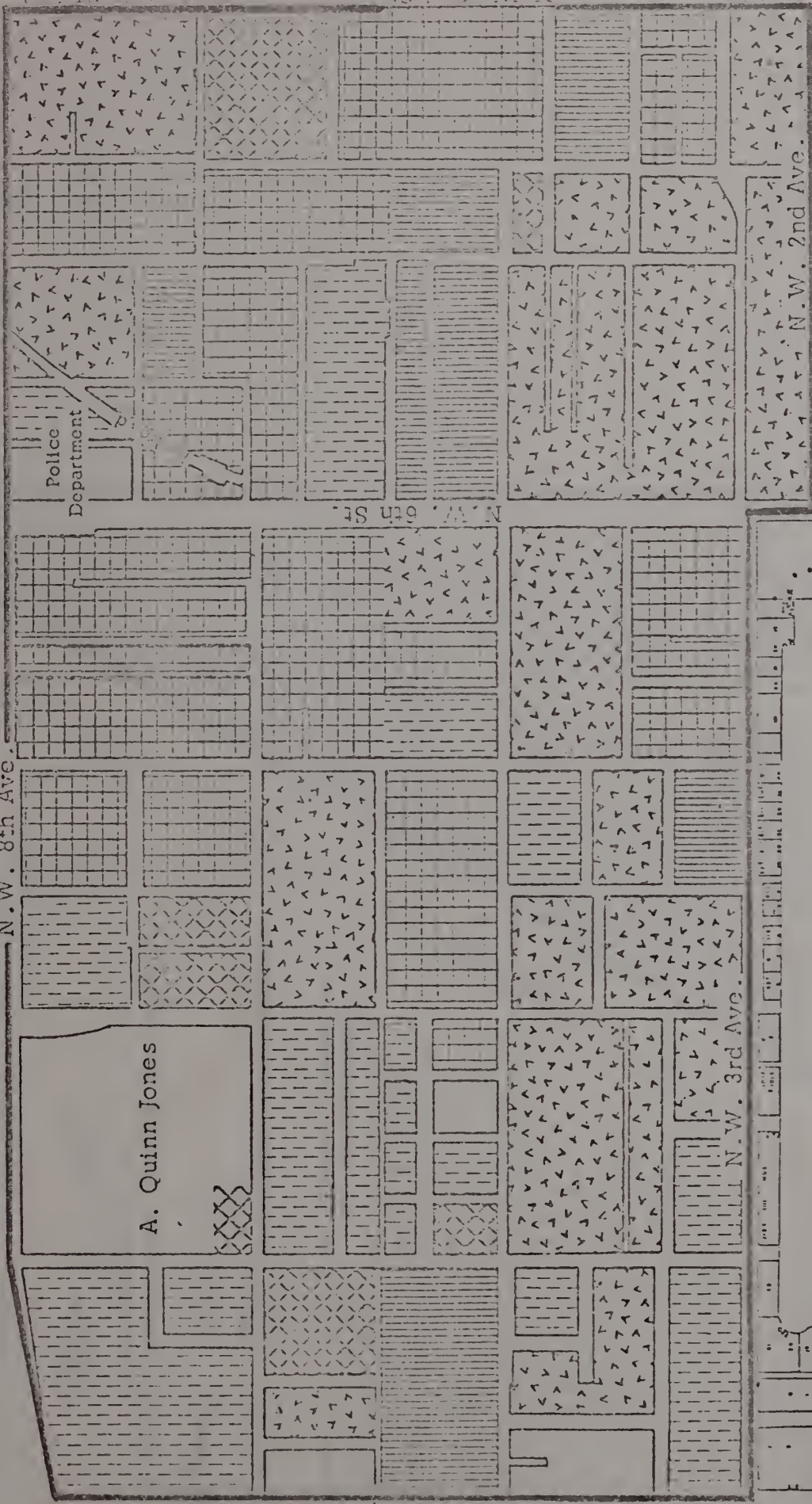
In the Department's other report, "Quality of Life: An Analysis of Environmental and Social Indicators", the following six enumeration districts were determined to have shown the worst results regarding specific housing, environmental, and social indicator variables which were measured;

1. 1644;
2. 1657;
3. 1648;
4. 1660;
5. 1656 (generally located in the NE 8th Avenue area east of Waldo Road. See Map 5); and
6. 1649

As can be seen, the five enumeration districts showing the worst average housing conditions also appear to show at least some of the worst social problems which exist community-wide. (See Maps 1-6 for the blocks which might possibly qualify for full-scale clearance projects based upon at least 50 percent of the housing units on the block being substandard. Substandard units are all those requiring repairs and were rated either a "1", a "2", or a "3". See Page 2 of this report for Federal requirements regulating the clearance and redevelopment of a built up project. See also Table I for the total number of units, units to be cleared, units in need of major rehabilitation, units in need of minor rehabilitation, and units rated standard in the six above-mentioned enumeration districts).



N.W. 8th Ave.



MAP 1 - 1644

PERCENTAGE OF  
SUBSTANDARD HOUSING UNITS BY BLOCK

50 - 100% 5 - 10%

33 - 49 ALL HOUSING UNITS STANDARD

19 - 32 NO EXISTING HOUSING UNITS  
AS OF 1972 SURVEY





# MAP 2 - 1957

PERCENTAGE OF  
SUBSTANDARD HOUSING UNITS BY BLOCK

50-100% 5-10%

33-49

19-32

ALL HOUSING UNITS STANDARD

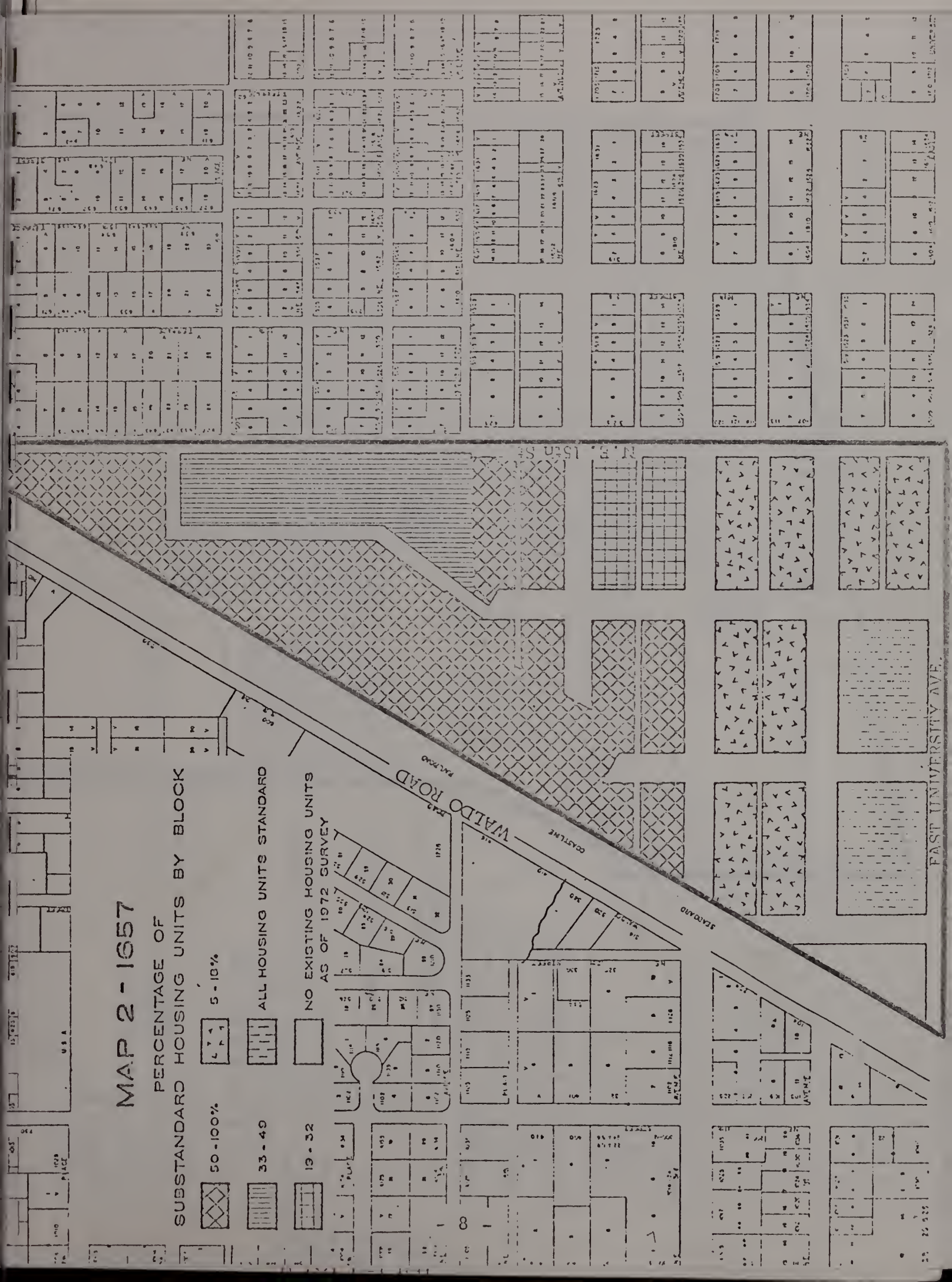
NO EXISTING HOUSING UNITS  
AS OF 1972 SURVEY

WALDO ROAD

COASTLINE

SEABOARD

EAST UNIVERSITY AVE.





Alachua  
County  
Hospital

# MAP 3-1648

PERCENTAGE OF  
SUBSTANDARD HOUSING UNITS BY BLOCK

50-100%



5-10%



33-49



ALL HOUSING UNITS STANDARD



19-32



NO EXISTING HOUSING UNITS  
AS OF 1972 SURVEY



Tumblin Creek Park

Railroad

S.W. DEPOT AVE.

5TH LANE

POY

STREET

AVENUE

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.

ST.









# MAP 4 - 1960

PERCENTAGE OF  
SUBSTANDARD HOUSING UNITS BY BLOCK

50-100%   5-10%

33-49   ALL HOUSING UNITS STANDARD

19-32   NO EXISTING HOUSING UNITS  
AS OF 1972 SURVEY

Utility Operations Center

S.E. DEPOT AVE.

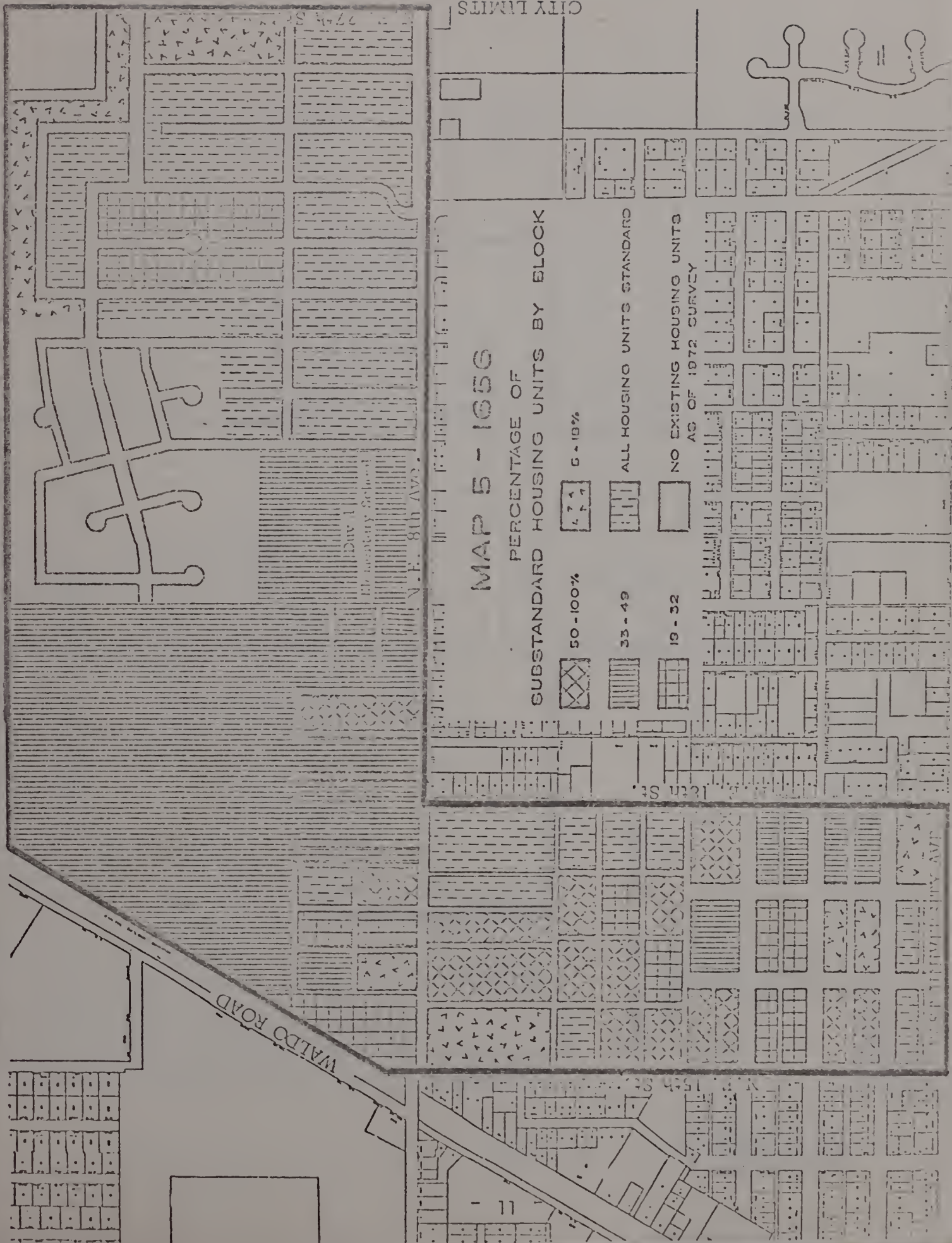
Alachua  
County Jail

S.E. 4th St.

SOUTH MAIN ST.







# MAP 5 - 1656

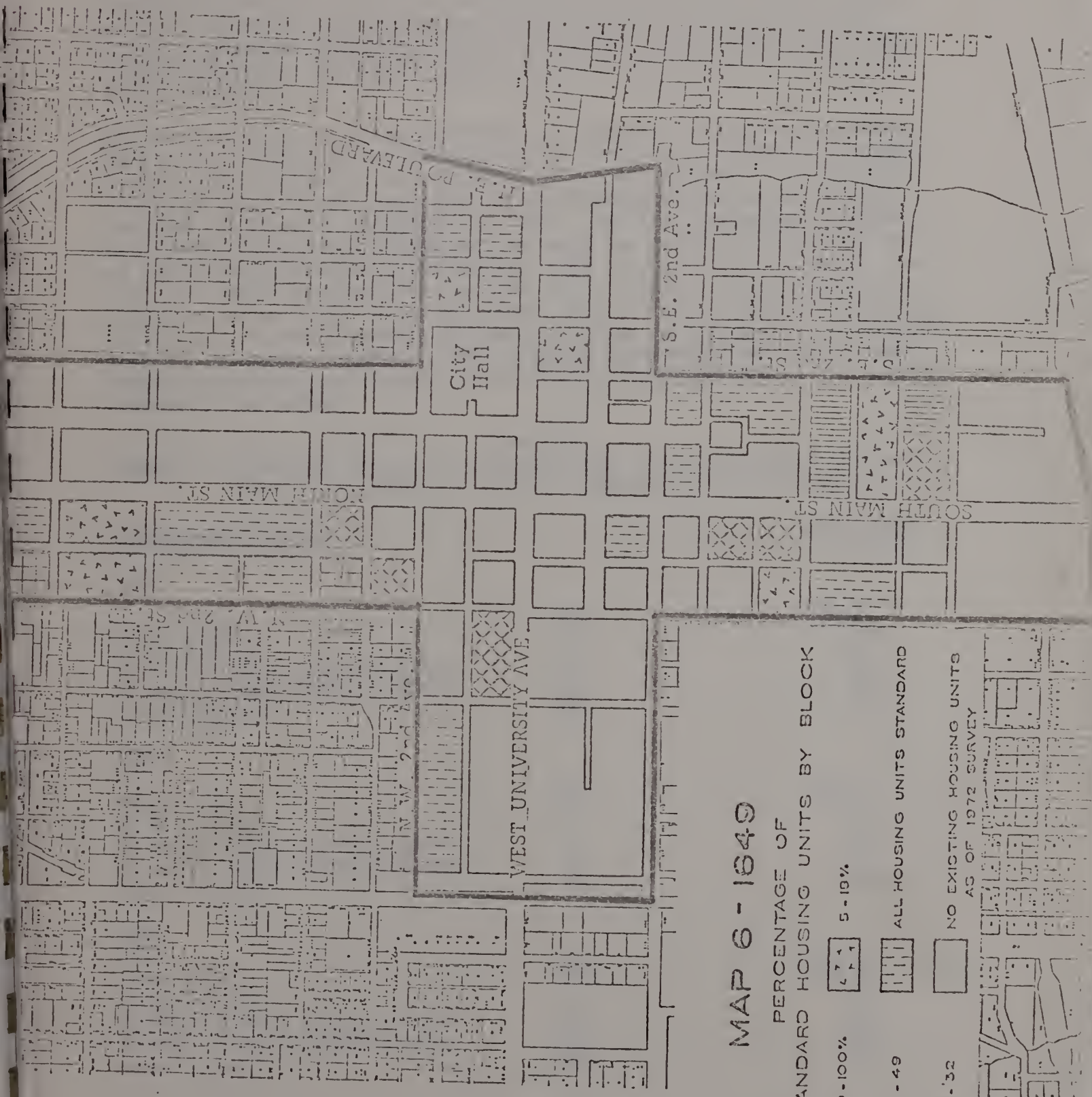
PERCENTAGE OF  
SUBSTANDARD HOUSING UNITS BY BLOCK

50-100% 33-49 19-32 7-17 5-18%

ALL HOUSING UNITS STANDARD

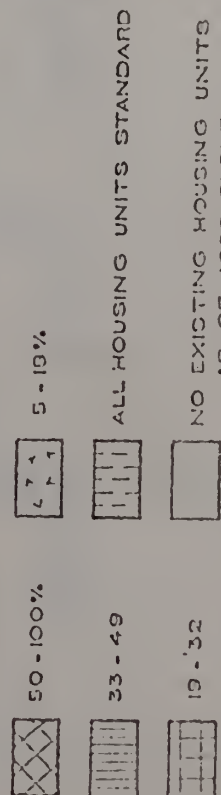
NO EXISTING HOUSING UNITS  
AS OF 1972 SURVEY





# MAP 6 - 1949

PERCENTAGE OF  
SUBSTANDARD HOUSING UNITS BY BLOCK









Since it does take a more comprehensive approach in analyzing both physical (housing) and social (health, education, welfare, crime) variables, it was determined that the results of the second above-mentioned report, "Quality of Life: An Analysis of Environmental and Social Indicators" should be utilized to better determine target or priority areas in need of any form of upgrading be it physical (rehabilitation of existing housing stock) or social in nature.

The staff realizes that the techniques utilized in the aforementioned report which resulted in the distribution of the City of Gainesville enumeration districts according to increasing or decreasing quality of life (QOL) characteristics is not independent of arbitrary standards of measurement and that should more information be added, existing information be deleted or different statistical procedures be used, the particular distribution of enumeration districts which evolved could be dramatically altered. However, one cannot overlook the fact that the alleged six worst enumeration districts, as outlined in the QOL study, five of these enumeration districts also showed the worst average housing conditions as reported in "Qualitative Analysis of Housing" report, reinforcing the hypothesis that social decay (social pathology) and physical decay (housing substandardness) are strongly related to each other.

TABLE I\*  
SUMMARY OF STRUCTURAL QUALITY OF DWELLING UNITS BY THE ALLEGEDLY SIX WORST  
ENUMERATION DISTRICTS, CITY OF GAINESVILLE, FLORIDA, 1972

<u>ENUMERATION DISTRICT</u>		<u>PERCENTAGE</u>
<u>1644</u>		
Total Units	731	100.0
To be Cleared	3	.004
In Need of Major Rehabilitation	127	.17
In Need of Minor Rehabilitation	13	.02
Rated Standard	588	.80
<u>1657</u>		
Total Units	139	100.0
To be Cleared	1	.01
In Need of Major Rehabilitation	35	.25
In Need of Minor Rehabilitation	10	.07
Rated Standard	93	.67
<u>1648</u>		
Total Units	347	100.0
To be Cleared	6	.02
In Need of Major Rehabilitation	56	.16
In Need of Minor Rehabilitation	27	.08
Rated Standard	258	.74



ENUMERATION DISTRICTPERCENTAGE1660

Total Units	330	100.0
To be Cleared	7	.02
In Need of Major Rehabilitation	34	.10
In Need of Minor Rehabilitation	24	.07
Rated Standard	265	.80

1656

Total Units	601	100.0
To be Cleared	6	.01
In Need of Major Rehabilitation	88	.15
In Need of Minor Rehabilitation	24	.04
Rated Standard	483	.80

1649

Total Units	294	100.0
To be Cleared	0	.0
In Need of Major Rehabilitation	11	.04
In Need of Minor Rehabilitation	42	.14
Rated Standard	241	.82

\* In order to better determine the number, type and condition of dwelling units within the City of Gainesville, the housing inspection records, together with a field survey of the exterior condition of dwellings, was conducted by the Housing Division, Department of Community Development.

To minimize subjectivity and inconsistency, the survey inspectors were instructed to evaluate only the structural, plumbing, and electrical conditions of each dwelling unit and to avoid considering any other physical environment deficiencies (such as trash on the premise, lack of adequate landscaping and buffering between adjacent structures, inappropriate setback requirements, etc.). A numerical rating of 1 - 5 was assigned to each dwelling unit.<sup>3</sup> These ratings are described as follows:

1. Denotes a totally uninhabitable unit; a dilapidated structure; or one that does not provide adequate shelter and is a serious detriment to the health, safety, and well-being of the occupants.
2. Denotes an inhabitable unit only if major repairs are performed or where one or more of the following is needed: correction of a sag or lean of a structure; reroofing; reflooring; complete resurfacing of interior walls or ceilings; replacement of load bearing members; major additions to dwellings; complete rewiring; installation of additional outlets or fixtures; connection to city sanitary sewage system.
3. Denotes a deteriorating condition, but the structure is still inhabitable as long as minor repairs are performed; minor re-

3. A scale of approximately 5-7 is generally used by social scientists as an optimal scale. See Delbert C. Miller, Handbook of Research Design and Social Measurement, 2nd edition, New York; David McKay Company, Inc., 1970, Page 96





habilitation would probably be recommended under this classification. Minor repairs would include one or more of the following: repair of a minor nature to the electrical system; repairs or replacement of plumbing fixtures (tub, shower, lavatory, flush toilet, water heater); repair of a minor nature of structural portions not to include bearing members such as leaks in the roof; replacement of rotted or damaged boards in the flooring and/or exterior walls; repair holes in interior walls and ceilings; repair broken windows, doors, screens; and minor repair to porch or steps.

4. Denotes a structure that has only minor or slight defects which should be repaired as a part of normal and adequate maintenance (such as lack of closet or floor space), but is one that meets the absolute minimum code requirement.
5. Denotes a structure that has no defects at all; a unit that surpasses the minimum code requirements.

Ratings of 4 and 5 would aid in delineating standard housing units and conservation districts.

The primary purpose for using the 1-5 rating scale was to promote reliability (i.e. the scaling system should be sufficiently precise, clear, and simple so that all persons using the procedure would achieve the same results). In addition, it afforded sufficiently adequate demarcations by being broad enough to cover the entire spectrum of conditions, but narrow enough to be able to classify "conditions" of dwelling units as consistently and objectively as possible. If a larger range were provided (say 1-100), a greater possibility for divergence by raters would occur, thus promoting subjectivity and discouraging consistency and reliability. Provisions of numerical representations would also aid the computerizing of results.

#### The Recommended Target Area

Since the area contained generally in enumeration district 1644 does appear to have at least some citizen interest and organization, as well as community identification, thus more assuring that some communication and cooperation will likely result; since the site is prominent and close to the Central Business District (CBD), thus providing more assurance in terms of land re-use marketability; since the area did show the fifth worst results of all districts regarding the percentage of substandard dwelling units, the worst results pursuant to all the social and environmental variables which were measured in the Quality of Life Study, and the greatest amount of housing units in need of major rehabilitation (127), it is the feeling of the Planning staff that enumeration district 1644 should be considered first and foremost with regards to any type of community development program.

Close inspection of both the maps and data as outlined in the "Qualitative Analysis of Housing" and "Quality of Life: An Analysis of Environmental and Social Indicators" reports reveals, too, that this district was fifth highest





in the percentage of substandard housing units, had the third worst average housing score, had the third lowest relative housing value, had the third lowest percentage of units with a telephone available, and had the second highest percentage of units that were occupied by Blacks.

In addition, enumeration district 1644 in 1970, had the highest percentage of non-husband-wife type families with children who are 18 years old or less and the highest percentage female-as-head-of-household families.

Regarding criminal behavior, this district rated fifth in criminal behavior relative to crimes of violence, second in property crimes, and first in minor crimes.

The district was first in reported tuberculosis cases, and first in cases of reported venereal disease in 1970. It also had the second highest death rate of all districts for that same year.

Pursuant to the educational achievement indicators, 1644 showed some of the lowest reading comprehension test results (5th lowest in average 4th, 6th, 8th grade reading comprehension test scores) and third lowest in Florida Senior Placement Test Score results of all the districts for 1970.

In conclusion, the area showed some of the highest welfare reciprocity rates (aid to families with dependent children, aid to dependent children, and aid to the disabled) in 1970, while revealing that nearly all the households in the area earned less than \$6,000 in 1971.



#### IV. RECOMMENDED PLANNING PROGRAM STRATEGY: AN INTENSIVE AREA DEVELOPMENT PLAN (IADP)

As emphasized in prior sections, two important considerations must be acknowledged relative to launching any kind of program designed to upgrade an area through urban renewal. First of all, the Federal programs have not been altogether successful and almost always have been an expensive undertaking fraught with controversy. Secondly, there are presently no available Federal funds, without which few cities have been able to carry on such programs. Where, therefore, does this leave the City of Gainesville with regards to its legitimate need to provide "safe, healthful, and blight-free residences and neighborhoods" as outlined in the Comprehensive Development Plan?

The City is presently in the process of implementing a short-range housing program (Housing Allowance Program) with \$50,000 of Federal revenue sharing monies, whereby, 20-30 selected low and moderate income families may be afforded already existing standard housing in the general neighborhoods of their choice.

While this program may contribute to the resolution of the overall problem of providing decent housing, it does not, per se, address the problem of deteriorated neighborhoods.

It is the consensus of the staff that there are two very essential elements which must be considered in attempting to develop a new program for such low income areas. First, the emphasis must be on rehabilitation of existing housing units. It is simply no longer acceptable or feasible to conduct the large scale total clearance and redevelopment programs of bygone days. One of the most respected authorities on redevelopment in the United States, Mr. Edward Logue, stated in testimony before the Douglas Commission hearings on Urban Problems<sup>4</sup>:

"It seems to me a program which does anything other than emphasize rehabilitation is an idle, wasteful, futile dream because there is no way ..... there is no way to make the bulldozer work on the scale that we might like to think it would work."

Perhaps an even more compelling argument for rehabilitation being preferred today is that cities simply cannot afford to give up any significant part of the existing housing stock which traditionally has, and under the present Presidential freeze conditions is likely to continue to be, the source of most low and moderate income housing units.

The second important consideration is that any planning must involve the citizens of the affected neighborhood; it must involve planning with the community and not for it. Mr. Logue went on to say:

"You cannot develop programs of physical change for neighborhoods of the size of these without careful consultation with the people who live in them and without their support...."

4. National Commission on Urban Problems, Hearings Before the National Commission on Urban Problems, Vol. 1, May-June, 1967; Baltimore, New Haven, Boston, and Pittsburgh, "Statement of Edward Logue," Page 190, U.S. Government Printing Office, January, 1968





Another respected professor of city planning, Corwin R. Mocine, states in an article<sup>5</sup> which is attached herto (See Appendix, page 24):

"Older mixed-used neighborhoods are often strong human communities. Nearly every recent effort to clear and redevelop such areas for different use has brought intense, persistent opposition from the residents of the area. This resistance has demonstrated that despite obvious and often admitted environmental deficiencies, such neighborhoods are valued by their residents, who wish to remain."

The basic objectives of the City's renewal studies are set forth in two sentences in the Overall Program Design<sup>6</sup>. They read as follows:

"It is the objective of this program to now quantify the earlier determination of need for some renewal treatment, (as called for in the Land Use Plan) as well as to identify any other areas which should be singled out. A further objective is to suggest what type of treatment, renewal or otherwise, should be given the various areas under study, and finally, to establish some general priority for any action programs recommended."

At the time the Department proposed this broad charge for the City Commission's subsequent endorsement, the urban renewal programs of the Federal Government still were existent. Therefore, a much more in-depth examination of the types of treatment, and likely costs of same, were envisioned for each area likely to qualify than has been set forth herein. It is now the consensus of the staff that more productive use of the staff's time and effort would result from the program outlined hereinafter, and that the previous discussion more than adequately sustains the choice of enumeration district 1644 as first priority for treatment.

It is therefore the objective of the Department of Community Development to develop a land use/zoning plan which would encourage the retention of the basic fabric of the neighborhood as it presently exists and that would accurately as possible reflect the goals and preferences, the social, cultural, economic and physical development/redevelopment needs of the citizens residing in enumeration district 1644. This can be accomplished through the following:

- (1) Choosing enumeration district 1644 as the initial neighborhood for an Intensive Area Development Plan (IADP);
- (2) Staffing a temporary branch office of the Planning Division in the neighborhood to better work with the area residents at determining their preferences;
- (3) Developing a special conservation district zoning classification with provisions applicable to the district in question which will

5. Mocine, Corwin R., "Zoning Older City Neighborhoods," Planning, Vol. 39, Number 9, Page 23, American Society of Planning Officials, Chicago, October, 1973.

6. Gainesville Department of Community Development "Section 500.0, Renewal "Overall Program Design", February, 1973, Page 23.





take into account specific performance standards required to control the particular land uses of the area with considerations given to height, density, and design standards (See Appendix); and

- (4) Developing a land use/zoning plan in conjunction with the citizens of the neighborhood in order to determine:
  - a) a designated land use for each parcel in the neighborhood;
  - b) an acceptable future use for each parcel in the neighborhood;
  - c) those unnecessary land uses that should be removed; and
  - d) needed land uses in the area.

In conclusion the City has contracted with a University of Florida Architecture class to study, evaluate, and provide alternative urban designs relative to downtown renewal. The choice of enumeration district 1644 as the initial area for an Intensive Area Development Plan would provide for more coordinative efforts at a truly comprehensive plan for both the Central Business District (enumeration district 1649 - See Map 6) and enumeration district 1644. The commercial, medical, and transportation needs of the residents of enumeration district 1644 can be accommodated from at least a design standpoint, for example, in any considerations of the downtown's redevelopment plans.



## V. ESTIMATED COSTS

### Estimated Cost of Plan Preparation

The basic assumption of the estimates which follow with regards to plan preparation was that the effort should be an intensive, concentrated endeavor. This assumption is based on two essential factors. One is that it would be easier and more productive to stimulate and hold the interest of the area residents for such a short time frame. Secondly, it was assumed by the staff that funds remaining in the current 701 program (which ends June 30th) would be directed to this effort. A practical difficulty is presented by this approach, in that we must first recruit a qualified person to work with the area residents in a short period of time. We are confident, however, that we can successfully recruit such a person, and have the plan prepared by about November.

Survey of residents needs and desires .....		\$8,000
Office rental 8 months.....		1,600
Personal Services		
One Planner, full-time 8 months	\$10,800	
One Secretary II	4,400	
Interviewer, graduate students		
part-time personnel, miscellaneous	<u>2,400</u>	\$24,800
Office supplies, materials, rental of		
equipment .....		<u>1,000</u>
Total cost, plan preparation		\$25,800

(Note: \$16,400 will be spent as part of this year's comprehensive planning (701 Program) budget ending July 1, 1974. The remainder (9,400) will be spent as part of next year's 701 Program. In addition, other costs mentioned in the previous report, such as drafting a new zoning district, would be absorbed through the ongoing zoning re-write effort.)

### Estimated Cost for Renewal of the Area

In 1972 the Housing Division provided the following results of the evaluation of housing units in enumeration district 1644:

Total units	731
Units to be cleared	3
Units in need of major rehabilitation	127
Units in need of minor rehabilitation	13
Units rated standard	588

After a recent re-evaluation based on conversation with the Housing Division, it was estimated that additional units had probably slipped into the substandard classification, with at least 60 existing dwelling units which could be legitimately demolished by stringently applying the housing code to them. It is estimated conservatively that to bring these up to the absolute minimum housing code requirement would require \$3,000 per unit for labor and materials. To raze these same structures would cost about \$300 each.





Finally, it is estimated approximately 183 housing units in need of minor repairs would necessitate, at the very least, \$1,500 worth of materials and labor to effectively bring them up to minimum code requirements. It should be noted that these "best guess" estimates are strongly felt to be on the conservative side. The result is the following breakdown of housing conditions for enumeration 1644:

		<u>Percentage</u>
Total approximate number of units	731	100.
Units in need of major rehabilitation/clearance	60	.08
Units in need of minor rehabilitation	183	.25
Units rated standard	488	.67

To totally clear the 60 worst residential structures (by enforcing Housing Code) would cost \$18,000.  
(i.e. 60 x \$300)

To totally rehabilitate the 60 worst residential structures would cost \$180,000  
(i.e. 60 x \$3,000)

To totally rehabilitate all residential structures in minor disrepair would cost \$274,500  
(i.e. 183 x \$1,500)

In addition to upgrading just the individual housing quality, should the entire neighborhood be considered for improvement, the Commission should perhaps consider improving the street system. To pave (i.e. streets, curbs and gutters) the major residential streets (i.e. N.W. 3rd, 5th and 7th Avenues, N.W. 3rd, N.W. 6th, N.W. 8th, N.W. 10th, and N.W. 12th Streets) at 28 feet wide would cost at least \$35.00 per linear foot, or \$834,960. In addition to the \$834,960, there would be costs of acquisition or certain properties and any special facilities that might be necessary (such as water retention tank for flood prevention). It should be noted that there is currently underway, in enumeration district 1644, a semi-paving program which is half completed. To complete this program will cost approximately \$37,580 (at least \$2.50 per linear foot).

In a traditional renewal project, structures which could not be rehabilitated or which did not conform to the adopted plan would be purchased and razed. Therefore, assuming this possibility, estimates of the cost of acquiring various parcels were made from the assessor's records. It was assumed the latter would be at least 25% below market value by the time of purchase. The average single family residential structure was assessed at \$6,346. Based on the previous assumption, acquisition of these properties (i.e. land value and improvement value) in this area would, on the average, cost \$7,900 per parcel. Multiple family structures would average approximately \$11,800 per building, and the average commercial structure approximately \$21,400. Again, it is impossible to pre-determine how many such structures would need to be removed to implement the plan.

According to our property file tape there are approximately 566 residential structures in the district, 507 single family and 59 multiple family.



The total assessed value (AV) is \$3.77 million; therefore, to acquire these (at 1.25 x AV) would cost \$4.72 million. Similarly, to acquire all 210 non-residential properties would cost an additional \$3.94 million, or a total \$8.66 million. Again, it must be noted that total clearance would be extremely unlikely today. If the emphasis is to be on rehabilitation (as opposed to simple code enforcement) purchase would amount to far less. For example, if one were to assume a purchase of the aforementioned 60 probable dwelling units now very deteriorated it would cost about \$500,000 while purchase of 21 (arbitrarily 10%) of the non-residential units would cost \$450,000 or \$950,000 in acquisition costs.

Finally, to conduct a full scale renewal program would require the assembly and equipping of a renewal staff plus the cost of clearing buildings and installing planned improvements. (Code enforcement and rehabilitation measures noted earlier presumably would be under a shifted re-emphasis by present Housing Division personnel). It is impossible to accurately determine such cost, but one estimate of administrative cost was 12-15% of project cost, or presumably in the area of \$115,000 for minimal clearance to \$1.38 million for a full scale, total clearance program.

In summary, some very, very rough estimates of possible costs (not cumulative) of renewal and/or improvements are as follows:

Clearance of 60 units through code enforcement	\$ 18,000
Rehabilitation of 60 units	180,000
Rehabilitation of 183 units	274,000
Permanent paving of major streets	834,960
Acquisition of 60 residential structures	500,000
Acquisition of 21 non-residential structures	450,000
Administration of a minimal renewal program	115,000
Total clearance of the whole project area	\$10+ million

#### Estimated Costs For Establishment of a Permanent Community Counseling Office in the Area.

As was noted in the discussion and the report presented to the City Commission, physical improvement of the neighborhood under consideration addresses only a symptom of what is believed to be the larger problem in deteriorating areas. It was suggested that all of the social services and governmental services need to be concentrated in the area, in order to bring about a permanent change in the quality of life for the residents therein. It is difficult, if not impossible, to estimate at this point what the cost would be to focus the necessary attention on this area to bring it up to the overall community average. At a minimum, however, it is believed that one full-time person will have to reside in the area to coordinate the efforts of such governmental agencies as have been mentioned. Therefore, the following costs were estimated to provide for such a person.

Personal Services (Director and secretary, plus part-time instructors, counselors, etc.)	\$ 25,000
Other Expenses (including utilities, office supplies materials, etc.)	5,000
Total Annual Outlay	\$ 30,000





Non-re-occurring Capital Outlay (purchase & rehabilitation of a substandard house or storefront)	10,500
Office Equipment	1,600
Total	<u>12,100</u>

Grand Total First Year's Outlay	\$42,100
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A major model cities' type effort would doubtless require considerably larger staffing, perhaps on the order of the above plus the \$115,000 administration cost estimated for renewal, plus some of the physical improvement costs.

#### Summary and Conclusions To Estimates

The above estimates must be assumed to be of the very roughest nature. As noted, the primary thrust of the staff's proposal was to develop a plan for the area to follow in bringing this community up to a stable physical state. We recommend that this effort be launched, irrespective of the possible attendant cost which might follow, in order to speed up the preparation of this plan. Once such a plan is prepared, we can better estimate the cost of implementation. In any event, we do not feel that any effort would be wasted to continue with the preparation of the plan.





## APPENDIX

### "ZONING OLDER CITY NEIGHBORHOODS"

By Corwin R. Mocine \*

In the Housing Act of 1949, Congress established as a national goal "a decent home and a suitable living environment for every American family." Then, in 1968, the President's Commission on Urban Housing (the Kaiser committee) said that in order to make a respectable start toward that goal, we would have to produce 25 million new and rehabilitated units in 10 years. We are still far from achieving that goal and have, in fact, fallen behind already. But the Kaiser committee also noted that new housing added only two to three per cent annually to the national housing stock. It has thus become necessary to recognize that the protection and rehabilitation of the existing stock must play a major part in our national housing policy.

More than half the older housing needing care is located in the central cities much of it in older mixed-use neighborhoods. But far from developing a public strategy of conserving and upgrading such neighborhoods, our public actions have usually hastened their deterioration. The property tax rewards the exploitation of older properties and penalizes improvement with higher assessments. Building and fire codes place difficult barriers in the way of rehabilitating older houses. Finally, designating such neighborhoods for heavy commercial or industrial use, as we usually do, leaves the residents without environmental protection and bars them from making all but minor repairs because their homes become nonconforming uses.

Even though it is clear that conservation must play an important role in national housing policy, there will be questions as to whether public effort and money should be invested in old, run-down, mixed-use neighborhoods that most city plans have long ago designated for industrial use. There are strong reasons for attempting to revitalize such older neighborhoods.

Older mixed-use neighborhoods are often strong human communities. Nearly every recent effort to clear and redevelop such areas for different use has brought intense, persistent opposition from the residents of the area. This resistance has demonstrated that despite obvious and often admitted environmental deficiencies, such neighborhoods are valued by their residents, who wish to remain.

Even if the problems of relocation could be overcome, available redevelopment funds cannot cope with the problem in less than two or three decades. In Oakland and Berkeley, California, for example, such districts account for 10.6 and 8 percent, respectively, of the total housing stock in each city; the figures are probably higher in other inner-city areas. In addition, market absorption for redeveloped land usually has been slower than original planning had anticipated. Experience indicates that without federal redevelopment, new industry or commerce is slow to move into these neighborhoods. The reasons are obvious: areas originally planned for residential use provide lot sizes and a street system unsuited to industrial or heavy commercial use. Furthermore, the cost of assembling a satisfactory site usually pushes land

\* Source: PLANNING, Vol. 39, No. 9, pp. 23-25, American Society of Planning Officials - Chicago, October, 1973. COPYRIGHT 1974, REPRINTED WITH PERMISSION OF PLANNING, THE MAGAZINE OF THE AMERICAN SOCIETY OF PLANNING OFFICIALS.



cost in such neighborhoods far beyond the costs of available properly developed industrial land nearby. The cost of demolishing the houses adds to the land costs.

Any cost-benefit analysis of rehabilitation must include public capital investment as well as the "going concern" value of public and quasi-public institutions, even though both may be less than adequate. The assignment of value to the infrastructure, as well as the service networks established by health, welfare, and religious institutions, could tip the balance of an economically marginal program toward maintaining the residential community. Few of these public investments, on the other hand, are convertible to non-residential use.

Inner-city neighborhoods are usually more convenient to public transit, jobs and a range of public services (especially important to low-income families) than newer communities. Jobs have been moving to the suburbs along with people, housing and retail services, but the new suburban industries are seldom concentrated in one area and are thus poorly served by public transit. The unskilled or semi-skilled worker must move to the vicinity of the new job - if he can find housing - and then (unlike the central city worker) often finds himself limited to one potential employer. Other services in such fields as health, welfare, and family counseling, as well as church and community resources, are often lacking in the vicinity of the new suburban plants. While all these conditions may change over the years, they are likely to remain strong incentives for a central residential location for at least two or three decades in most cities. Since people will be living in such mixed-use neighborhoods for 10 or 20 years, it is a serious challenge to government policy to improve the quality of the inner neighborhoods. We have to provide greater security and satisfaction for those people who live there either by choice or from necessity.

A new zoning approach which appears to have some promise in solving this problem is called the Special Conservation District. It has been developed for Phoenix, where it will be part of a new zoning ordinance now in preparation. The problems which the new zoning technique is designed to address include the following: an undersirable mixture of incompatible uses; deteriorated residential buildings; inadequate infrastructure and a low level of municipal housekeeping; a large number of vacant lots for which no market exists; and a general feeling of dissatisfaction and discouragement on the part of residents, matched by a lack of interest on the part of generally marginal and transient industrial users.

By declaring most existing uses to be nonconforming, on the one hand, and raising unrealistic expectations about property values on the other, current zoning practice has actually been counterproductive in terms of both residential and industrial activity.

Experience with older neighborhoods suggest that any program for the conservation and improvement of them must have the following essentials:

1. It must recognize the more or less permanent mixture of uses in the area.
2. It must provide means for eliminating or correcting the most flagrant







land-use conflicts and inducements for improving the mutual compatibility of all uses.

3. It must provide a clearly established mechanism for participation of existing residents and owners in the planning and improvement of the area.
4. It must recognize that improvement is likely to come in small increments, almost on a lot-by-lot basis, and therefore it must avoid futile broad-brush approaches.
5. The basic program should be within the capabilities of the city or the county, and under its control, rather than depending upon the scarce and unpredictable availability of federal or other outside funds.
6. At the same time, the basic program should be sufficiently flexible to make use of whatever outside aids are available; in fact the program, properly used should inspire and elicit such assistance.

As a basic step toward the solution of this widely existing problem, the Special Conservation Zoning District will provide a new way of using the powers of land-use zoning. The essential characteristics of the district are that it reflects and accommodates a mixture of land uses which would nor normally be found in any single zoning district; and it includes means for dealing with a broader range of problems than merely "the height and bulk of buildings and the use of land." The theory of the conservation district borrows from the planned unit development process. It constitutes a complete and detailed plan for development which replaces traditional zoning and becomes the development control instrument for the area. Basic to the new district is the Neighborhood Conservation Plan, a lot-by-lot scheme for the protection and improvement of existing uses, and containing policies and controls for the coexistence of dissimilar uses, for the use of vacant lots, and for the reuse or change of use of existing improvements where appropriate. The conservation district would normally comprise a limited area, perhaps six to eight blocks. This will increase the possibility of a reasonably clear consensus on the part of owners and residents and make it possible to concentrate effort and produce prompt results.

The basic functions of the plan is to establish the outlines of an acceptable urban environment. The frictions between different uses of land need to be identified and the levels of friction acceptable to the residents need to be determined. It should reflect a philosophy of accommodation, amelioration and compromise rather than the search for absolute and probably unattainable solutions.

In mixed residential-industrial areas the first step would be to identify the nodes of industrial and residential activity and to set the future expansion areas of each. A vacant lot between two industries, for example, might be identified for future industrial use, a residence in such a location, while being permitted to continue, would not be permitted major improvement except for industrial use. Similarly, in a portion of a predominantly residential block, a single industry would not be permitted to expand, and might even be subjected to an amortization period for ultimate removal if its off-site effects were sufficiently destructive. Thus, the existing random pattern of land-use mixture would begin to be reorganized in a way that would reduce the undesirable uses and also permit better handling of traffic flow



for example. This program would provide a much more sophisticated use of industrial performance standards which could be tailored to the needs of different situations. Although most dwellings in such areas are or were designed as single-family residences, it is not likely that this environment would attract any substantial number of new single-family buildings. Development would consist of conversions of existing dwellings to multi-family use and the construction of new, usually small, apartment houses. The neighborhood conservation plan would therefore have to include standards and guidelines for the construction of new residential buildings and the remodeling of old ones to protect light, air, and the neighborhood character.

On the other sites, identified for commercial or industrial use, development would take the form of new industrial structures. The plan, therefore, should contain performance standards to guarantee an industrial operation compatible with the mixed residential-commercial neighborhood. The plan should also insure the harmonious insertion of the new structure through specific requirements for height and bulk of structure, off-street parking and loading, and landscaping and screening. It would seem desirable to establish a site plan and design review process for all new construction.

Neighborhood retail establishments and services such as grocery stores, restaurants, and gasoline stations should be designated. Even services designed primarily to serve the industrial uses should be included. The plan would need to designate the locations and extent of such service centers if possible but it should at least establish the standards and principles by which decisions on future commercial uses would be made.

As a land-use control instrument the Neighborhood Conservation Plan would therefore include:

1. Designation of the existing use of each parcel in the district.
2. Designation of the acceptable future use of each parcel with an effort to consolidate uses.
3. Identification of and provision for the removal of any use which could not in any reasonable period be made to fit into the environment.
4. Identification and suggested location of any uses needed by the area but not currently existing.
5. Special performance standards to control the external effects of all uses, especially industrial uses.
6. Height, bulk, density, and design standards and guidelines for the insertion of new structures into the existing fabric, or the remodeling of existing structures.

In addition, the neighborhood conservation plan would contain provisions for traffic circulation, especially truck routes, on - and off-street parking, and other elements of neighborhood improvement, as applicable, such as installation of curbs and sidewalks, storm drainage, street lighting, street trees, playgrounds, and open space.





Public meetings regarding the plan must take place in the neighborhood. In some cases it may be possible to establish a temporary office of the planning agency in the neighborhood while the plan is being developed. There are several reasons for believing that such a planning program might elicit a more positive and constructive response than have such programs as redevelopment or model cities. First, the object of the plan is to deal with the neighborhood as it is, with a minimum of displacement and radical change. This should be reassuring to people who have learned to distrust government initiatives. Second, the program is under the control of the community itself and therefore need not face the frequent and stultifying delays and disappointments so often associated with more ambitious programs which rely on funds from Washington. Third, the conservation zoning district should be small enough to be manageable and understandable by city officials and residents alike. Such a limited effort would have the added advantage that improvements could be fairly immediate and very local, thus providing reassurance that the program is real and useful.

As has been said, the new zoning alone would change very little in the neighborhood, but it would provide the legal, administrative, and psychological setting within which change could occur. In order to fully succeed, the special conservation zoning technique should be made part of a more complete neighborhood revitalization program which could include one or more of the following elements:

1. Encouragement of a more favorable attitude on the part of lenders so that credit for rehabilitation and new construction might become more available within a special conservation district. The city might even decide to use some of its revenue sharing funds to establish a sort of local FHA insurance in connection with the plan.
2. Special attention by the city to the quality of public facilities and services in the neighborhood.

Preparation of such a detailed and precise plan will call for a substantial staff effort. If the plan is to succeed, however, it will also call for full participation in the process by the people in the affected area. In this way the alienation and discouragement so characteristic of inner city depressed neighborhoods hopefully can be converted into the hope and desire for improvement necessary for the success of the plan. The planning-zoning process must include firm procedural provisions for the improvement of the property owners and residents in the decisions about the plan.

Since owners and occupants in the neighborhood will include residents, industrialists and businessmen, the process of identifying community goals and evolving and analyzing proposals is likely to be difficult. At first, there may appear to be no common ground on which a mutually acceptable program may be constructed. In this environment the city planning commission and staff must exercise restraint and leadership simultaneously. Progress will be possible only if there is an effort to discover the common interests of the area and to build on these, rather than to emphasize the differences. At this time there is no evidence in practice to indicate that such a rationalization of objectives and interests is possible. There is, however, clear evidence that current zoning practices combined with the usual civic neglect of such neighborhoods is not working to anyone's benefit. The new proposal calling for careful lot-by-lot study of problems, projecting no radical





and disruptive interventions, but rather slow evolutionary improvements, limited to a relatively small, manageable area, and providing for full community involvement, may include the ingredients to achieve some success where more massive and radical attempts have failed.



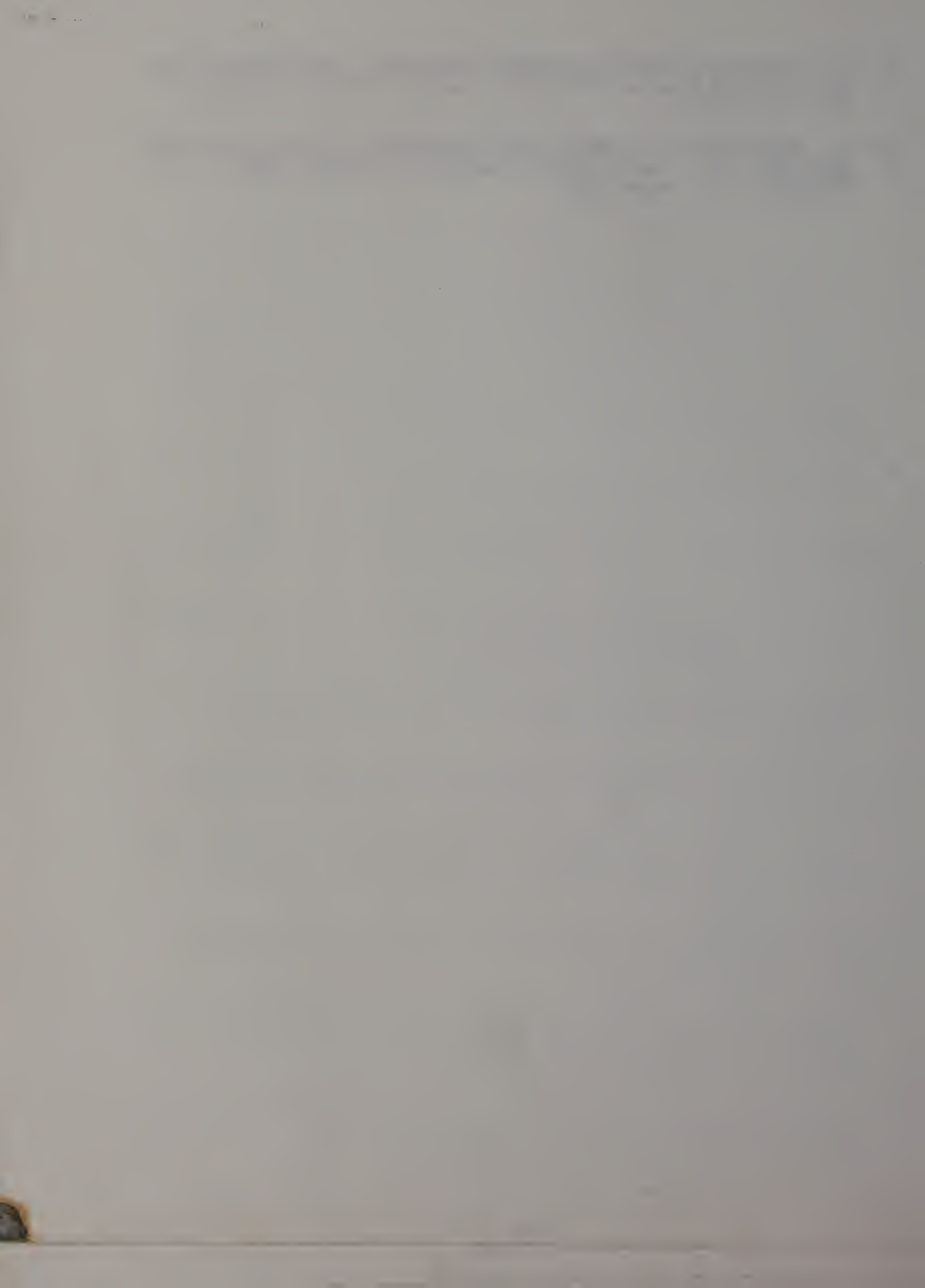
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